

# HOQUARTON WATERFRONT PLAN

Draft, January 2016

**City of Tillamook**  
The Dairylands 

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## Acknowledgements

# Executive Summary

# 1 Introduction

## Overview

The Hoquarton waterway is part of the Tillamook County Water Trail, approximately 200 miles of navigable waterways in the County and a National Recreational Water Trail since 2012. Located at the intersection of US 101 and Highway 6, the Hoquarton Waterfront is the birthplace of the City of Tillamook.

Native Americans of the Killamook Tribe, a branch of the Salish people, settled in an area ranging from Cape Lookout to Neahkanie. The Hoquarton served as an important water route for the Tribe and provided access for inland hunting and gathering. Locally, a group lived in a village referred to as Tow-er-quuo-ton, believed to mean “the landing.”

The City of Tillamook was known as “Hoquarton” before the first town plat redesignated the area as “Lincoln.” In 1866, the name was changed to Tillamook, meaning “place of the Elam tribe.” As one of the first navigable waterways from Tillamook Bay to the City, the Hoquarton became a main route for ocean steamers, such as the Sue H. Elmore, traveling to and from the Pacific Ocean. Settlers in Tillamook were dependent on goods being brought in to the City via the waterway. The wharfs on Front Street along the Hoquarton served a lively milling and industrial base, while the opera house and other cultural activities occurred along First Street.



*East view down the historic Hoquarton waterfront.*

Downtown Tillamook was oriented east-west along the Hoquarton and parallel to a rail spur line running down Front Street until 1931, when downtown shifted southeast to align with the newly constructed Pacific Coast Highway or US 101. Since this migration, the



Hoquarton area has largely been underutilized. While economic activities along Front Street have fluctuated over time, remnants of this industrial economy remain today. Front Street is characterized by a mix of industrial production centers, warehouses and commercial businesses, some of which manufacture products for export outside the region. First Street hosts a variety of retail establishments near US 101. Further west, residential uses are interspersed but not integrated. The City needs a development plan to guide the transition of the Hoquarton Waterfront to a lively compact neighborhood that facilitates multiple transportation modes and uses.

The Hoquarton Waterfront is in a prime location for redevelopment considering its rich history, cultural heritage, natural environment and recreational opportunities. It is home to or within a few blocks of the town center, Hoquarton Water Trail, several parks and museums, the County library and courthouse, a grocery store and regional hospital. The City seeks to leverage opportunities created by the development of recreational amenities and by the upcoming construction of the US 101 / OR 6 Traffic Improvement project in Tillamook. The Hoquarton Waterfront Plan will guide future commercial, light industrial, residential and recreational development to achieve a lively mixed-use neighborhood that provides access to and from city parks, employment centers, retail shops and residences at the historic center of town.

## **Process**

A variety of strategies were used to engage a broad cross-section of the community to develop the Hoquarton Waterfront Plan. At the project outset, the consultant team prepared a website to provide project updates, documents and schedules and invite visitors to submit their ideas via an interactive map. The consultants also conducted interviews with six key stakeholders to identify opportunities and challenges in the Hoquarton area.

An 11-member Project Advisory Committee (PAC) representing a variety of interests met four times to guide development of the Hoquarton Waterfront Plan. The PAC reviewed and commented on draft work products, advised on public involvement and community engagement efforts, acted as liaisons to specific constituencies or interest groups, and provided recommendations on key issues and decisions.

The City hosted four public events throughout the course of the project. Approximately 40 people attended the first of three community workshops on April 1, 2015. The consultants presented current conditions in the Hoquarton area and participants discussed their vision for the Hoquarton Waterfront, covering topics such as housing, transportation, parks and businesses.

The second public event was an open house held on May 5, 2015 in a vacant storefront on First Street. Based on the results of the community workshop, the consultant team

developed preliminary concepts for the Hoquarton Waterfront. More than 30 community members participated in the open house, commenting on concepts related to housing, recreation, Front Street, local retail, transportation and tourism. Two days after the open house, the consultant team presented the results of the community workshop and open house at a meeting of the Tillamook Planning Commission.

The consultants refined the land use and transportation concepts based on comments gathered at the open house in preparation for the second community workshop on June 11, 2015. Following an introduction to the concepts, participants visited six stations to answer specific questions and express support for the concepts they like best. Following the workshop, the consultant team prepared more detailed descriptions of Hoquarton Waterfront Plan elements and presented them to a joint meeting of the Tillamook City Council and Planning Commission in August 2015.

The third and final community workshop was held on October 27, 2015. Participation was limited due to a competing community meeting, but more than a dozen participants viewed a presentation on Hoquarton Waterfront Plan elements and proposed implementation strategies. Comments gathered at this meeting were incorporated into the draft Hoquarton Waterfront Plan. In December 2015, the consultant team participated in a second joint meeting of the Tillamook City Council and Planning Commission to present elements of the draft Hoquarton Waterfront Plan. Plan elements were refined to incorporate Commission and Council comments in preparation for the adoption process.

## 2 Existing and Planned Conditions

### Study Area

The Hoquarton Waterfront study area is located within the City of Tillamook, oriented along the Hoquarton on either side of US 101 (Figure 1). The study area is bounded on the south by OR 6 (Wilson River Highway) and Second Street. The northern boundary extends beyond the north bank of the Hoquarton to incorporate adjacent parcels and open space. The eastern boundary is approximately the midpoint between Madrona and Ocean avenues and the western boundary is Birch Avenue at the Tillamook Regional Medical Center.

The primary land uses in the study area are residential, commercial, industrial, and open space (Figure 2). Existing zoned uses along Front Street are primarily industrial, with low-density residential uses centered between First and Second avenues. Commercial activity is primarily along OR 6 and First Street, clustered around US 101. The study area consists of several vacant parcels, both publicly and privately owned. Comprehensive plan and zoning designations support most existing land uses, though several parcels within the study area are non-conforming.



Figure 1. Hoquarton Study Area



Figure 2. Hoquarton Study Area, Existing Zoning

## Market Conditions for Development

With city investment and private interest, more housing development could occur in the study area, which is necessary for enticing professional employment opportunities. Community members feel more housing options are needed, including senior, workforce, medical/extended-stay and mixed-use housing. Community members suggest designs such as duplexes and four-plexes, cottage housing and apartments.

Attracting new tourism-related development, such as restaurants, hotels, or small shops for visitors, is a significant opportunity in Tillamook. To better accommodate visitors, the City would like to focus its retail and commercial uses in the city core, where it still has some sites for redevelopment.<sup>1</sup> Desired commercial uses include restaurants or coffee shops that either overlook the Hoquarton or have outdoor seating. Concerns about building in the floodway prompt a desire to see more flexible uses in flood-prone areas, such as mobile businesses like food carts.

The Hoquarton Waterfront is known for a concentration of active light industrial businesses, some of which manufacture products for export from the region. The area could continue to attract businesses that wish to locate within the downtown area,

<sup>1</sup> City of Tillamook Economic Opportunities Analysis, 2013.

close to other active businesses. There may be interest from businesses that want to incorporate a retail element into a working manufacturing facility. Suggestions for commercial activity made by community highlight the importance of retaining and maximizing industrial activities while promoting more retail uses linked to the small-scale manufacturing activities of the area.

## **Transportation**

The Hoquarton Waterfront is served by a grid network with various roadway classifications. Front Street, First Street, Birch Avenue (between First and Third streets), and Stillwell Avenue are designated truck routes. The pedestrian system consists of sidewalks, multi-use paths, and trails, as well as marked and unmarked pedestrian crossings. There are no dedicated bicycle facilities within the study area, cyclists are expected to share the roadway with motorists. The Tillamook Town Loop, operated by the Tillamook County Transportation District (TCTD), provides service within the Hoquarton area. There are four transit stops within the study area; no shelters are provided at these stops. Community members voice concern over the interaction between cyclists and truck loading/unloading activities along Front Street. They suggest changing parking times from two to four hours as a means to support kayakers and park users. Better signage for both parking and bicycle/pedestrian connections should be a priority.

Planned improvements in the Hoquarton Waterfront Area include the US 101/OR 6 Traffic Improvement Project, which will widen Main and Pacific avenues, add turn lanes at select downtown intersections and add new crosswalks at First Street and Main Avenue to improve pedestrian safety. Another significant improvement project, the Crosstown Connections Project, will provide an alternate bike route and signage on Front Street (between Stillwell Avenue US 101), Stillwell Avenue (between Front Street and Fourth Street), and Fourth Street (between Stillwell Avenue and Ocean Avenue). The project also will add a new transit stop on Front Street at Ivy Avenue and sidewalk improvements along Second Street between Ivy Avenue and US 101.

## **Parks, Trails and Natural Resources**

There are two existing parks in the Hoquarton Waterfront Area, the 0.68-acre Sue H. Elmore Park (formerly Marine Park) and the 2.55-acre Hoquarton Park. Undeveloped park parcels within the study area include Foundry Park and Ironworks Park, which are part of the Heritage Recreation Area. An interpretive trail will eventually link these properties, including a boardwalk along the Hoquarton and a bridge crossing over it to the Hoquarton Forest and a new trailhead on US 101. The County Water Trail attracts kayakers and canoeists to the approximately 200 miles of navigable waterways in the County. Planned improvements to Sue H. Elmore Park, including steps down to the Hoquarton, will improve access for kayakers. Community members want to maintain



open space in the area to serve new development and support plans to construct public restrooms at Sue H. Elmore Park.

The Hoquarton encompasses a rich riparian area, portions of which are found to be the least compromised of the Tillamook Bay Watershed. With the Hoquarton in close proximity to Tillamook's commercial, industrial and residential areas, the study area is a primary wetland area and prone to flooding, particularly along Front Street. All parks in the study area exist within the 100-year floodplain. The ongoing Southern Flow Corridor Project intends to help reduce flood damage and restore wetland, tidal marsh and aquatic habitats that have been lost through diking, draining and other activities. Specific to the study area, this plan would include restoring wetlands along the southern banks of the Hoquarton, as well as removing fill around the future Foundry Park near the western boundary.



*The Hoquarton is a County Water Trail and a rich riparian habitat.*

### 3 Guiding Principles

The Hoquarton Waterfront is built around six guiding principles:

**Provide access to and enjoyment of the Hoquarton Waterfront.** Notable for kayakers, bird watchers and other outdoor enthusiasts, the Hoquarton is a significant environmental resource and recreational amenity. The south bank of the Hoquarton has the potential to become a memorable green corridor through the City, providing an important route for active transportation, a restored natural area and a visual marker that welcomes visitors to Tillamook. It will serve not only as a linear connection but also as a green edge to downtown, visible at the end of most north-south streets.

**Maintain and celebrate the area's unique native and industrial heritage.** The Hoquarton was used by the Killamook Tribe as an important water route for hunting and fishing, starting in the 15<sup>th</sup> century. When settlers arrived, the Hoquarton became a main route for vessels traveling to and from the Bay and the Pacific Ocean. The area along the Hoquarton became an active business district with hotels, an opera house, loading docks and lumberyards lining the street adjacent to the waterway. Over time, economic activities along Front Street have fluctuated, but remnants of this industrial economy remain today. The City of Tillamook has an opportunity to honor the heritage of the Killamook Tribe while investing in the industrial character of Front Street.

**Cultivate a diverse mix of businesses and shops to serve residents and visitors.** Downtown Tillamook serves as a major retail center for residents and as a gateway to the Oregon Coast for visitors. The City can cultivate the Hoquarton Waterfront's existing identity as a district with a mix of employment uses in proximity to recreational opportunities. Market conditions in Tillamook, combined with the competitive and comparative advantages of the Hoquarton area, suggest that a blending of commercial and retail development could be supported in the area, with a focus on "maker businesses" and services that address the seasonality of tourism.

**Employ strategies to attract and retain visitors.** With nearly one million visitors to the Tillamook Cheese Factory each year and five million trips down US 101 to Pacific Ocean beaches, Tillamook is well situated as a gateway to the region's scenic areas, recreational amenities and destinations. While Tillamook benefits from a strong regional tourism economy, there are opportunities to attract visitors to more local destinations. Branding the distinct qualities of the Hoquarton Area, like recreation, culture and history, artisan/specialty food and "Gateway to the Coast" concept, offers the opportunity to develop a cohesive identity for Tillamook.

**Encourage a variety of housing options to support a diverse population and local workforce.** By 2030, Tillamook's population is forecasted to have increased by about 1,100 persons since 2010. Changing demographics, both within the city and throughout

the county, will drive demand for different types of services, housing and development patterns. With an aging population, as well as an overall increase of residents and workers to the area, providing a variety of housing options will be an important component of Tillamook's future growth.

**Provide safe travel routes for pedestrians, bicycles, automobiles and trucks within and through the area.** Tillamook is at the junction of US 101 and OR 6, connecting bigger inland cities like Portland to the Oregon Coast. US 101 is a designated Scenic Byway and attracts visitors looking to travel along the Oregon Coast. With an eye to the extensive boardwalk and trail network in the vicinity, as well as the US 101/OR 6 corridor improvement project and the Crosstown Connections project, both local and regional travel will become better supported. The opportunity to extend the vision of the Second street plaza, balance freight traffic along Front Street, accommodate cyclists along the Oregon Scenic Bikeway and improve pedestrian safety in the Hoquarton area will enhance multimodal circulation. By providing alternative routes for all modes, intermodal conflicts are reduced on the state highways and heightening activity levels on local commercial corridors.



## 4 Hoquarton Waterfront Plan

The Hoquarton Waterfront Plan promotes a vision for the City of Tillamook that honors the historic and natural qualities of the waterway, as well as its unique industrial heritage and the needs of current and future generations of Tillamook residents. The Plan capitalizes on proposed and ongoing projects by linking multiple efforts into a cohesive plan for downtown Tillamook, creating the synergy necessary for the revitalization of the Hoquarton Waterfront and the surrounding area. The Hoquarton Waterfront Master Plan, as shown in Figure 3, presents a vision for the area.



*The Hoquarton Waterfront Plan creates a synergy of activity along the Hoquarton and surrounding areas by building upon ongoing projects and plans to guide revitalization efforts and promote Tillamook's identity.*

The Master Plan recognizes four key focus areas, as shown in Figure 4:

1. Gateway
2. Civic Corridor
3. Residential Village
4. Heritage Employment Area

Following the six guiding principles for the Hoquarton Waterfront, the Plan organizes projects and programs by focus area.



Figure 3. Hoquarton Waterfront Master Plan





Figure 4. Hoquarton Waterfront Plan Focus Areas

## Gateway

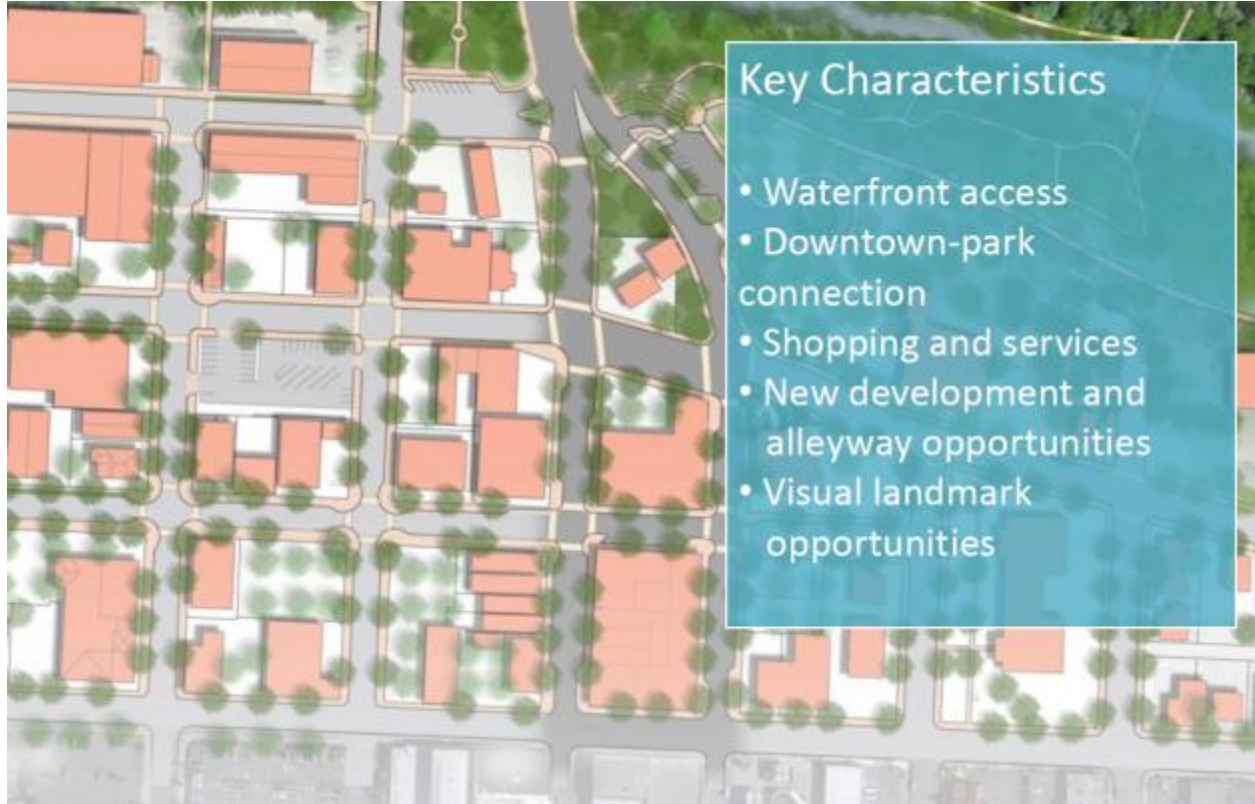


### Key Characteristics

- Gateway features
- Historic resources
- Waterfront amenities
- New development opportunity

*The area east of US 101 serves as a gateway to Tillamook and the Oregon Coast. Key characteristics of this area will include the US 101/OR 6 intersection reconfiguration project, which will facilitate traffic heading northbound. Gateway features, such as streetscape treatments, landscaping, wayfinding signage, murals and other landmarks will draw traffic across US 101 to explore downtown Tillamook and the Hoquarton Waterfront. Historic resources, such as the Pioneer Museum, Hoquarton Interpretive Center and Tillamook County Courthouse, will be highlighted to attract visitors. The Gateway area provides access to the Hoquarton via Hoquarton Park and includes the Crosstown Connection. These waterfront amenities will build on the City's Park and Recreation Master Plan which shows a future connection to a trail network north of the Hoquarton.*

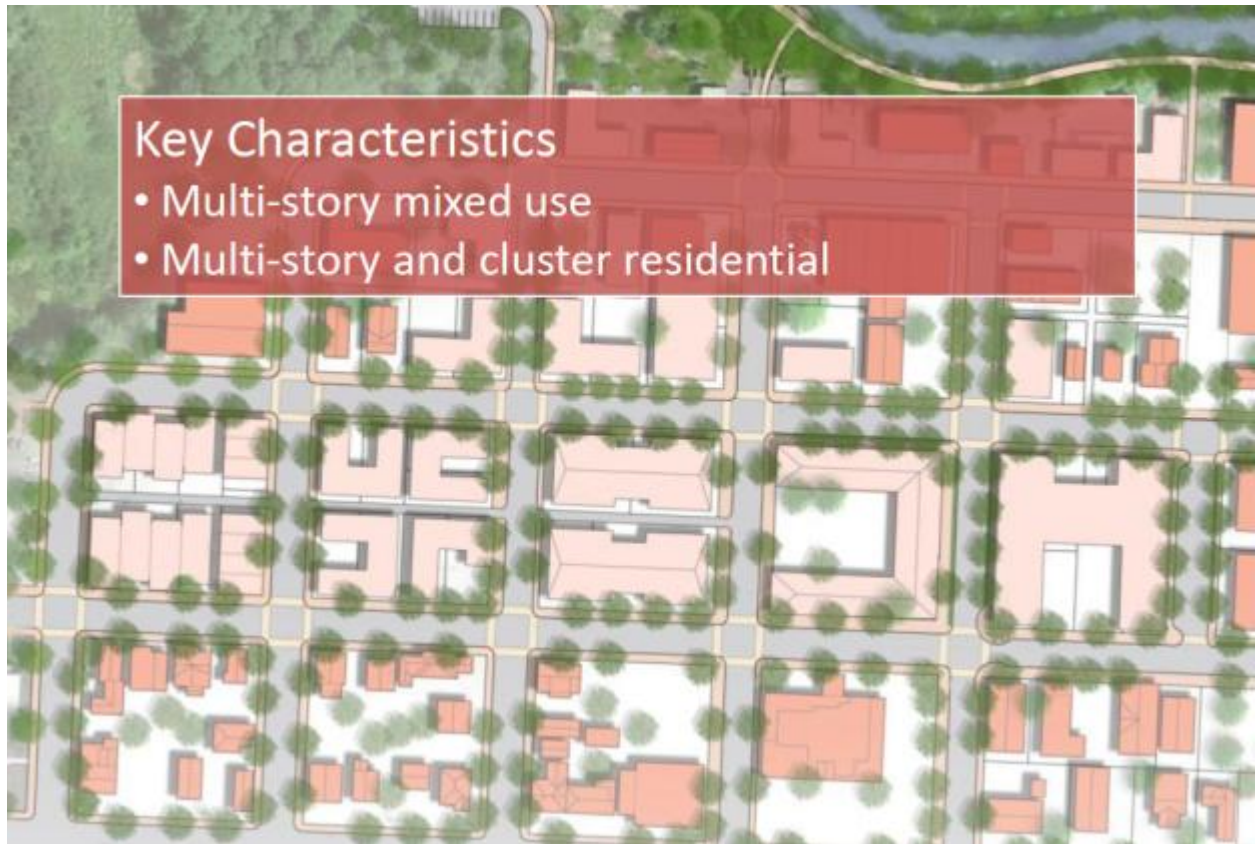
## Civic Corridor



*The Civic Corridor area extends from US 101 to Stillwell Avenue and Second Street to the Hoquarton. It provides a vital connection from downtown Tillamook to Sue H. Elmore Park, the Hoquarton Waterfront and the planned Hoquarton boardwalk. This area includes shopping and services for residents and visitors, and a pedestrian-centric streetscape. New development opportunities include the vacant Napa auto parts building and the vacant lot on First Street between the True Value hardware store and historic Thayer Bank building.*



## Residential Village



*The Residential Village is bounded by Stillwell and Birch avenues to the east and west and First and Second streets to the north and south. Currently, the primary use in the area is single family detached housing. The Hoquarton Waterfront Plan recommends increasing density through a variety of “mixed middle housing” options, such as fourplexes, courtyard apartments, bungalow court, and townhouses. The preferred concept transitions by decreasing the intensity of residential development from east to west. For example, a 3-story mixed use development at Grove Avenue to attached townhouses at Birch Avenue. Design guidelines and height limits for view preservation will ensure that residential development adds to the character of the area.*

## Heritage Employment Area



*The Heritage Employment Area is located along the Hoquarton, the historic center of commerce in Tillamook. The future boardwalk that begins at Sue H. Elmore Park will extend through this area to planned Foundry and Ironworks parks. Interpretive features highlighting the area's industrial, commercial and native heritage and natural features will draw interest along the boardwalk and Front Street. The concept in this area includes a mix of industrial, commercial and residential uses. The central concept is to develop an artisan manufacturing incubator between Elm and Cedar avenues along Front Street that includes shared spaces and services, such as a commercial kitchen and showroom. Live/work housing in the area will enhance the mix of uses in the area.*

## 5 Projects and Programs

### Gateway

#### Gateway Features

The Hoquarton Crossing on US 101 is a major street entrance that heralds the City's distinctive identity. As a means to welcome and draw visitors to downtown Tillamook, the use of distinctive signage, lighting and landscaping is emphasized to enhance the Gateway's image. Another distinctive Gateway element is the City entrance on the north side of OR 6, approaching the US 101 intersection. Each Gateway shall include appropriate commerce signage in order to identify the Downtown Commercial District and attractions. As part of the bridge reconstruction of the US 101/OR 6 project, both riverbanks of the Hoquarton will be restored, which will provide green space where welcome signage or artwork can be used to highlight this new gateway to Tillamook.

As shown in Figure 5, other major visual features to support the Gateway identity include landscaping along OR 6 approaching US 101. These features could be a combination of circular, amphitheatre-style gardens and plantings in the shape of native wildlife and fish. In addition, a mural of quilt mosaic (as part of Tillamook County Quilt Trail) and a restored feed tower above the TCCA Farm Store will be visual focal points approaching the US 101/OR 6 intersection from the east. Figure 6 shows illustrative examples of landscaping, signage, and the TCCA tower.



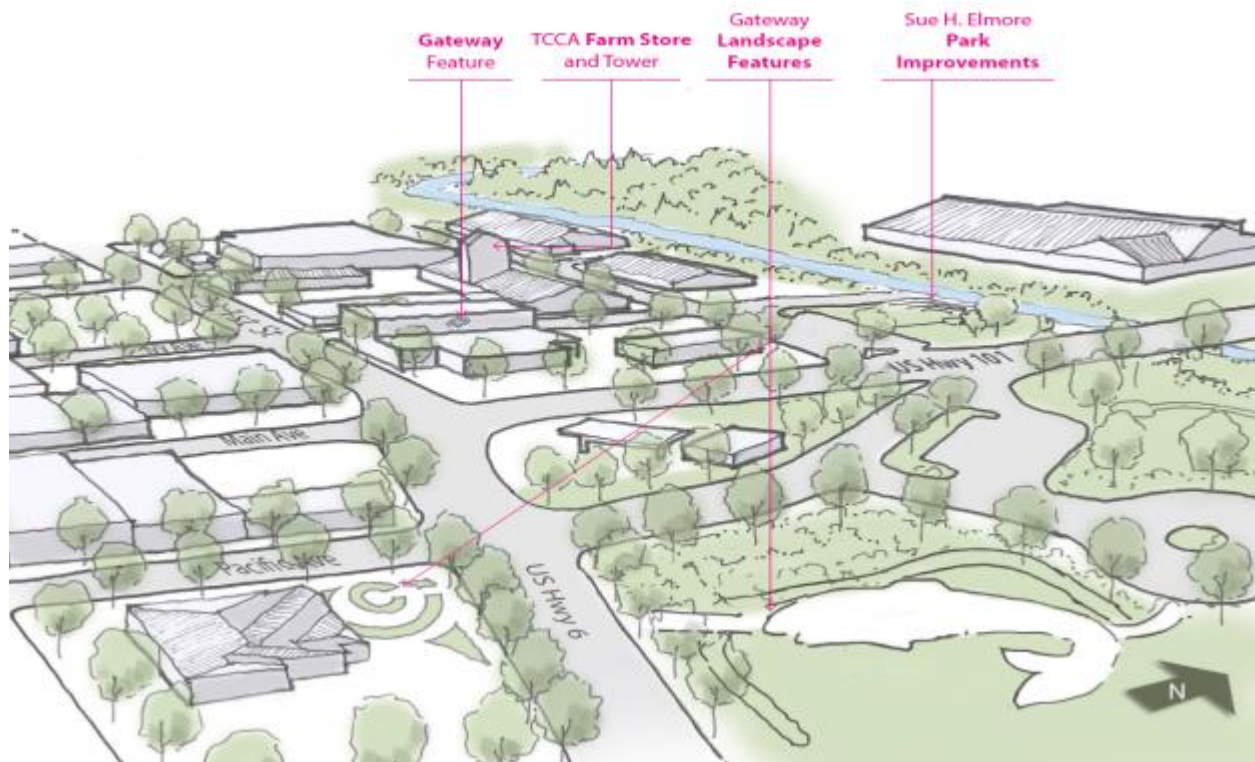


Figure 5. Gateway Features



Figure 6. Illustrative examples and precedents of Gateway Features

### **US 101/OR 6 Traffic Improvement Project <sup>\*2</sup>**

As part of ODOT's plan for the US 101 bridge and road realignment, a new parking lot and turnaround will be created on the east side of 101, connecting visitors to Hoquarton Park. A bus stop is planned for the Hoquarton Park parking lot. City staff has discussed a bus/picnic shelter that highlights the area's native heritage.

Crosswalks with a center island will help link spaces on both sides of 101 because the bridge cannot be raised high enough to allow pedestrian access underneath. As noted, both riverbanks of the Hoquarton will be restored after bridge construction and provide room for gateway elements and signage.

A major component of the Gateway Focus Area is the **US 101/OR 6 Traffic Improvement Project**, which includes several circulation improvements within the Hoquarton Area. Main and Pacific Avenues will be widened to improve street safety and operations. On-street parking will be maintained. Sidewalks will be narrowed by about two feet on both sides. Turn lanes will be added at select downtown intersections to decrease wait time for those traveling through and around Tillamook. New crosswalks at First Street and Main Avenue will help to improve pedestrian safety.

### **Hoquarton Historical Interpretive Center (Hoquarton House)\***

In 2015, the new Hoquarton Interpretive & Historical Museum building was moved further north on its one-acre site, away from its original frontage onto OR 6. The building sits on the edge of the Hoquarton Park, connecting the site to the Hoquarton waterfront and adjacent nature park via the interpretive trail system and a footbridge. Appropriate signage highlights this and other nearby historic attractions, such as the Tillamook County Pioneer Museum and courthouse, as visitors approach the US 101/OR 6 intersection (Figure 7).

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<sup>2</sup> \*Projects with an asterisk are those identified in previous planning efforts or existing plans.



Figure 7. Hoquarton Area historic attractions

### New parcel\*

The US 101/OR 6 construction project will create a new, privately owned parcel just south of Hoquarton Park. Ideas for the parcel generated through the planning process include an amphitheater, food carts, additional park land and a hotel/restaurant (Figure 8). Additional feedback includes providing a pedestrian-accessible amenity with active uses (creating “eyes on the park” for enhanced safety) that could withstand the threat of flooding without incurring major infrastructure costs. Preference was geared towards developing something unique to the area, and incentivizing a public/private partnership for the site.

A small scale **amphitheater** overlooking the Hoquarton could act as a public square and venue, providing seating for both informal outdoor activities and organized events such as performances, in the spirit of Tillamook’s historic opera house. Landscaping with native grasses and shrubs also could contribute to enhanced slope stabilization and restoration of the riparian ecology.

**Food carts** would serve pedestrians along the waterfront and those stopping to enjoy Tillamook, highlighting local fare such as the creameries, smokehouses and breweries. Outdoor seating and cart pods that are mobile would ensure that the parcel’s uses remain flexible in this flood-prone area.



A **hotel and restaurant** could help support local tourism, providing a significant opportunity to attract visitors to the area to eat, stay and recreate. Convenient access to the waterfront and downtown Tillamook, all within walking distance, is conducive to supporting local business and providing tourist amenities.



**Figure 8. Examples of parcel development opportunities**

Developing the new parcel also will provide an opportunity to place utilities underground, helping preserve views and protect infrastructure in the floodplain.

Further development opportunities include the parcel on the east side of US 101, directly north of the bridge crossing. Current owners of the parcel have expressed interest in using it and the existing the building as a future mixed-use milling and retail site. The location capitalizes on US 101 frontage, as well as its proximity to trail systems north of the Hoquarton.

#### **North bank promenade and trail connections to the future Heritage Recreation Area\***

An interpretive boardwalk along the southern bank of the Hoquarton will include two cantilevered overlooks and a kiosk near the parking lot created by the US 101/OR 6 project (Figure 9). From this area, a connection can be made to Goodspeed Park to the east along an old Port of Tillamook Bay (POTB) rail spur. The POTB has granted an

easement for this purpose. The link between Goodspeed Park and Hoquarton Park on POTB right-of-way (ROW) will be implemented in part by the Salmonberry Concept Plan.



Figure 9. Hoquarton Park features

A pedestrian footbridge will cross the Hoquarton and connect to the Hoquarton Forest and a promenade along the north bank. This will provide further trail connections to the Heritage Recreation Area, which consists of properties given to the City by Federal Emergency Management Agency (FEMA) and other private property owners within the historic core of the City along the Hoquarton and extending north to the banks of the Dougherty.

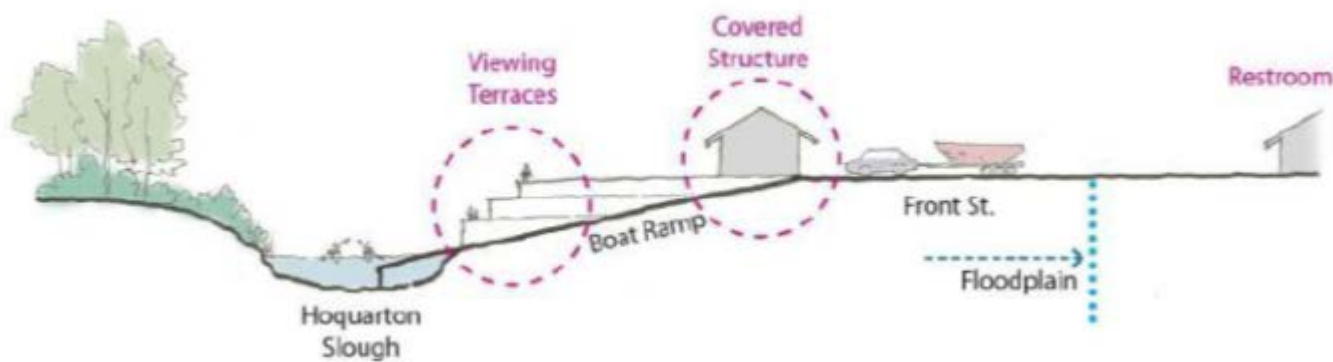
#### Salmonberry Trail

The Port of Tillamook Bay railroad once connected the Willamette Valley to the Oregon Coast on an 88-mile rail corridor formerly owned by Southern Pacific, running from Schefflin to the Tillamook Airport through the canyon of the Salmonberry River and the Tillamook State Forest. The ROW is currently owned fee simple by the Port of Tillamook Bay, who purchased the ROW in 1990 from Southern Pacific Railroad with assistance from the State of Oregon. This unique passage, which is referred to as the Salmonberry Corridor, has the potential to connect urban and rural Oregon while tapping into a wide network of existing recreation trails and parks, educational opportunities and heritage sites. The Salmonberry Corridor will likely take many years of development until it can be considered as a complete recreational resource and a full, unprecedented passage through Oregon's Coast Range.

## Civic Corridor

### Sue H. Elmore Park

Sue H. Elmore Park will remain the primary public gathering space along the Hoquarton, where residents and tourists can launch motorboats, canoes, kayaks and, increasingly, stand-up paddleboards. As shown in Figure 10, Sue H. Elmore Park will be renovated to become a major access point to this recreational amenity and natural area. Clearly defined, angled parking off of Front Street will support vehicles and boat trailers, and a shelter will provide cover from the elements. Along the river's edge, the park will be re-contoured to improve habitat conditions and provide a terrace down to the water for people to sit and view the Hoquarton.



**Figure 10. Sue H. Elmore Park planned improvements**

Future improvements to Sue H. Elmore Park should include resurfacing and re-grading the boat ramp to make it more functional for a range of users, particularly kayakers. The City also should consider seeking funds to construct additional facilities at the park that may include restrooms, additional facilities for boaters and other play and interpretive elements.



*Sue H. Elmore Park will provide facilities to accommodate recreationalists along the Hoquarton Slough, notably kayakers.*

### Boardwalk\*

While Sue H. Elmore Park will serve as the primary public gathering space along the Hoquarton, an interpretive boardwalk linking to trails and overlooks will extend west from the park along the southern bank of the Hoquarton. This boardwalk will build from



the existing interpretive walk east of US 101. Together, this will create an integrated corridor of public access along the Hoquarton.

The boardwalk will either be within an easement of roughly 20'-30' in width at the rear of existing private parcels, or as part of future redevelopment of these parcels, although new code provisions will be required to create a framework for this greenway trail. A boardwalk 8-12' in width may be more resilient to winter weather and can be raised above the floodplain, but will be more expensive to construct, including railings and ramp or stair access.



*The boardwalk will provide access to and enjoyment of the Hoquarton through raised walkways and viewing platforms.*

### **Ivy Avenue**

Ivy Avenue will become a designated pedestrian connection from downtown Tillamook to Sue H. Elmore Park (Figure 11). Streetscape improvements will include lighting and landscaping, as well as wide sidewalks and curb bulbouts. A pedestrian crossing before the Farm Store will lead pedestrians across Ivy to preserve angled parking. As noted, the historic creamery tower will be restored above the Farm Store, providing a visual element to the street from above. Appropriate fence screening will wrap around the auto/junkyard on the northeast corner of Ivy at Front to hide the lot. Covered bike parking is provided along the east side, near the entrance to an alleyway. The alleyways could be gated with a mural that commemorates Tillamook's dairyland identity, though further study should explore its use as a pedestrian path and small shop alley-entrance retail.



**Figure 11. Ivy Street, before and after**

### **City-owned parcels – parking, alleys, underground utilities**

Community members indicate that the area should attract additional commercial uses by activating underutilized land and existing buildings. The key node for commercial development in the Civic Corridor, as shown in **Figure 12**, is along First Street between Grove and Main avenues. Two important opportunity sites for near-term development include the Napa Auto Parts Store on the northwest corner of Second Street and Ivy Avenue, and the parking lot on First Street between Ivy and Stillwell avenues. These sites would be well served by the City-owned parking lot, which is currently underutilized. An additional bike parking shelter, as well as potential electric vehicle charging stations, would complement the parking lot. In addition, any site development



will provide the opportunity to place utilities underground, as in the Gateway focus area.



**Figure 12. Civic Corridor key features and development opportunities**

Notable transportation projects in the Civic Corridor area include drawing trucks, transit, vehicles and bicycles off US 101 at Front Street to north-south connections further west, keeping Ivy Avenue pedestrian-oriented. A transit stop is placed on Front Street at Stillwell, in front of the Marie Mills Center, an employment center for the disabled. Wayfinding signage and a bike lane will draw cyclists off US 101 at Front Street, and then down Stillwell, as proposed by the Crosstown Connections project. The alternative bicycle routing system will make for safe and enjoyable connectivity through the city for the large number of cyclists who utilize US 101, OR 6, and OR 131, while reducing their conflicts with freight movement on those facilities. Trucks will follow the freight route to access loading docks further east on Front Street.

## **Cultivating a diverse mix of businesses and shops to serve residents and visitors in downtown Tillamook**

Downtown Tillamook serves as a major retail center for residents and as a gateway to the Oregon Coast for visitors. Business owners in the area have been working through the Tillamook Revitalization Association, Chamber of Commerce and Oregon Main Street to create a cohesive downtown identity and organize coordinated events and promotions.

The City can build upon these successes by cultivating the Hoquarton Waterfront's existing identity as a district with a mix of employment uses in proximity to recreational opportunities. Market conditions in Tillamook, combined with the competitive and comparative advantages of the Hoquarton area, suggest that a blending of commercial and retail development could be supported, particularly the Civic Corridor area. Based on the area's comparative advantages, the region has a number of businesses that might be attracted to Tillamook:

### Products

- Specialty food production
- Forest products
- Agricultural services
- Specialty manufacturing (crafts, furniture)

### Lodging

- Inns, hotels, and motels
- Hotels, potentially with large and flexible meeting space
- Private vacation rentals

### Service businesses

- Banks and financial services
- Coffee shops, restaurants
- Entertainment venue
- Kayak rental
- Kids' activities
- Healthcare
- Personal care

### Retail businesses

- Bakery
- Book/gift/hobby store
- Discount store
- Garden center/home improvement
- Pet store
- Specialty food store (i.e. fish and seafood market)
- Sporting goods

## Residential Village

Participants in the planning process cite a need for a variety of housing options that could fit within the city and the Hoquarton Area. The area bounded between First and Second streets is zoned primarily for single-family housing, though several multi-family units exist. This area could accommodate a greater density of housing, especially given its proximity to major destinations within the city, including the library, downtown, major grocery stores and the hospital.

The Residential Village provides a variety of housing options, decreasing the intensity of residential development from east to west (Figure 13). Moving east at Fir Avenue, between First and Second Avenue, residential development transitions from 3-story mixed use, 2-story mixed use, to courtyard apartments and townhouses. Possible housing types also include fourplexes and bungalow courts. Design standards promote attractive, high-quality construction is attractive, and height stepbacks maximize views of the Hoquarton forest to the north, ensuring that residential development adds to the character of the area. These are outlined in the Implementation Strategy and Appendix A (Hoquarton Waterfront Plan Zoning Code).

### A Note on Tillamook's Housing Supply

Nearly two-thirds of the housing stock in the City of Tillamook is single-family detached units, many of which were built at least 20 years ago. An analysis of existing conditions showed similar sales price trends to other coastal cities, including Astoria and Lincoln City. Vacancy rates are low in the small number of apartment units within the city, many of which have income restrictions. With an aging population, as well as an overall increase of residents and workers to the area, providing a variety of housing options will be an important component of Tillamook's future growth. Several issues will likely impact demand for housing within the city. The planned expansion of the Tillamook Regional Medical Center will increase the demand for new housing types, such as senior housing, assisted living facilities, long-term out-patient suites, visiting physician suites and short-term employee units. Also, local employers claim that affordable workforce housing is in short supply, forcing their employees to seek housing in neighboring communities.

*"Tara Parry, vice president for human resources at the Tillamook County Creamery Association (best known for the Tillamook Cheese Factory), said the lack of housing "absolutely" threatens the long-term viability of the company. About 500 of its 779 employees are in the Tillamook area, she said. The business provided \$50,000 of the county housing task force's \$90,000 budget, with the Meyer Memorial Trust making up the rest."*

*– Oregon Live, December 2015*



**Figure 13. Residential development density transition**

The potential to provide a greater variety of housing types through infill development is supported by the area's proximity to services and amenities. There is a growing need for housing within the "Missing Middle," a term coined to describe the range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living (Figure 14).



**Figure 14. Missing Middle Housing**

Source: *Missing Middle Housing*, a resource for policymakers and planners that offers information on how to integrate Missing Middle Housing into existing neighborhoods, explains how to regulate these building types, and pin-points the market demographic that demands them.  
 Source: <http://missingmiddlehousing.com/>

Illustrative examples of different housing types and designs are shown in **Figure 15**. The Residential Village is meant to accommodate some or all of the following types of housing:

### **Workforce Housing**

The Residential Village helps supply Tillamook with much-needed affordable housing for its workforce, helping keep employees close to some of Tillamook's major employment centers, such as the Tillamook Cheese Factory. Housing types include:

- Townhomes, duplexes, and triplexes
- Condominiums and apartments including courtyard apartments, bungalow courts, and multiplexes
- Cottages/small lot homes that can provide the feel of a single-family home on a smaller floorplate.
- Live-work housing that allows people to operate a business out their home.

### **Senior Housing**

The Residential Village accommodates a range of housing types for seniors, especially seniors that value the area's proximity to recreation, downtown shops and key services. Housing types for seniors include "guest homes"/informal senior housing and independent living apartments.

### **Visitor Housing**

Tillamook has a number of people who need short-term housing, as there are not currently many desirable options available. Housing types include extended stay hotel or apartments, bed and breakfasts and accessory dwelling units.





Figure 15. Housing type and design examples

## Heritage Employment Area

The Heritage Employment Area honors the history of the Killamook Tribe and the Hoquarton as a major center of commerce. Building on its industrial beginnings, the Heritage Employment Area hosts a unique mix of businesses not found elsewhere in the region. It attracts specialty manufacturers and businesses that wish to locate within an active, mixed use district. Retail activities associated with existing uses along the street are encouraged, supporting the City's desire to revitalize the Hoquarton Waterfront. Flexible use of space in existing buildings opens up the opportunity for shared facilities, helping small business incubation. This also provides alternative residential arrangements, like live-work housing and artist studios. Front Street fosters a relationship with the Hoquarton by providing several access points to the waterfront, allowing visitors to engage with the recreational and natural amenities of the area while providing the lure, diversion, amenities and ambience of small scale "maker" shops.



*The Heritage Employment Area attracts visitors to the Hoquarton waterfront and the unique mix of artisan manufacturing and light industrial businesses.*



### **Cottage industry incubator**

Vacant or underutilized parcels provide space for shared facilities for production and co-marketing of local products, helping support cottage industries and the incubation of small businesses. Examples of potential incubator features include a showroom, machine shop, shared kitchen and office or artist space.



*Cottage industries and small business incubation help support local markets and highlights specialty products from the region.*

Presence of these facilities also can support live-work arrangements, where personal living space is combined with professional workspace. This helps contribute to the supply of workforce housing, an element identified in the Residential Village and important component of Tillamook's future residential development.



*Flexible use of space allows for live-work arrangements*

### **Retail component**

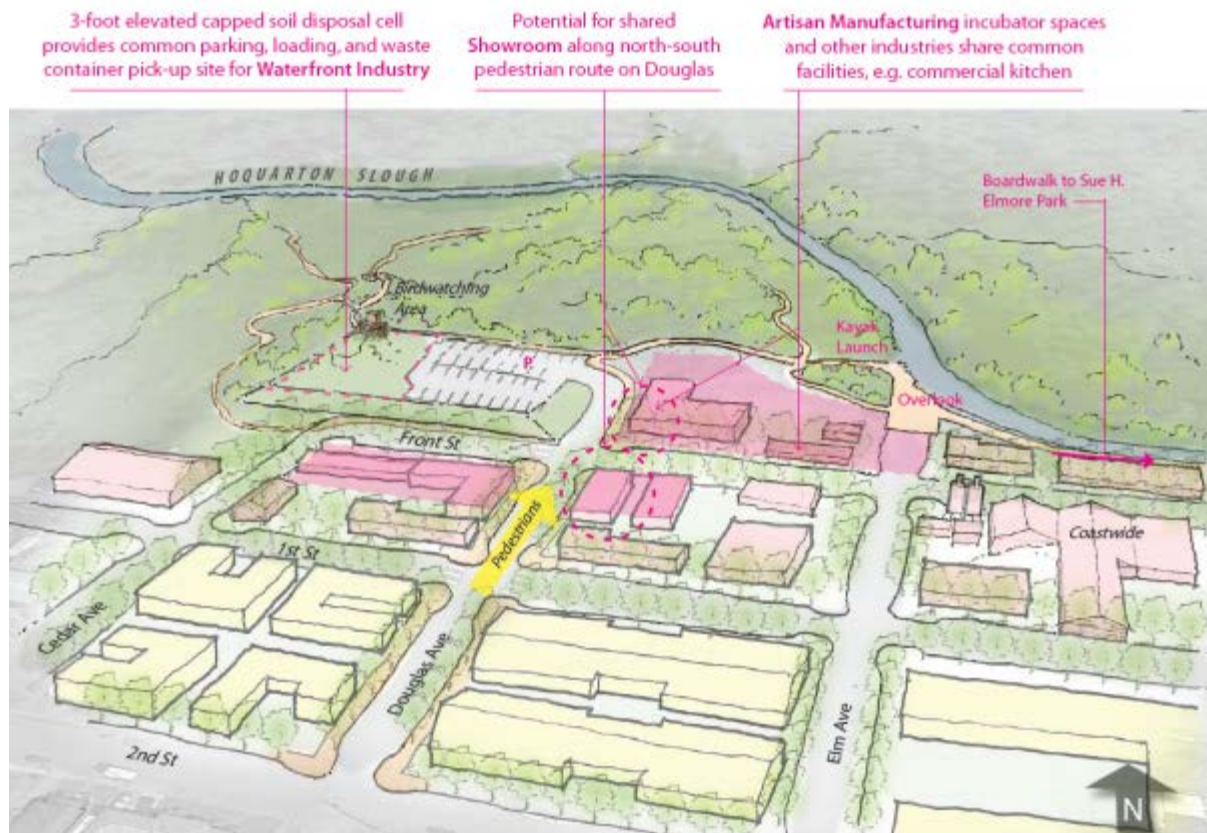
The Hoquarton has a unique mix of businesses not found elsewhere in the region. The Heritage Employment Area cultivates this identity by attracting additional businesses that both produce goods but have an outward facing retail presence, thereby helping to increase brand awareness both for the business and the area. Activities around Front Street are conducive to incorporating retail elements into existing industrial and manufacturing businesses, which may attract new businesses interested in pursuing the same activities. Promoting a



retail component provides an opportunity to not only draw more people to the area, but also to foster interaction between craftsmen, locals and tourists, as shown in Exhibit 8. The Pelican Brewery sets an example for how production and retail can be coupled as a means of drawing visitors to the area. The success of the Pelican Brewery in Tillamook has resulted in the expansion of its operations into the site's adjacent west lot, which will include the vacation of Grove Avenue between Front Street and First Street.



*Coupling retail and production will highlight specialty products and foster interaction with makers.*



**Figure 16. Key opportunities in the Heritage Employment Area**

## CASE STUDY: GRANVILLE ISLAND, VANCOUVER BC

**"From Industry to Artistry."** Granville Island is a pioneering example of brownfield redevelopment through innovative provisioning of public space and re-use of industrial buildings. Originally occupying two sandbars in Vancouver's False Creek, Granville Island was first used by local First Nations people as a fish trading place. It turned into a thriving industrial site until the post-WWII economy before becoming derelict. After a significant planning process that was rooted in capturing a distinct identity for the island's revival, Granville Island reopened in 1979 as a public market. Today, it remains iconic for its successful adaptive reuse efforts due to five key elements: non-traditional retail space, on-site production of goods, an educational facility, sensitive landscaping and the capacity to host events.



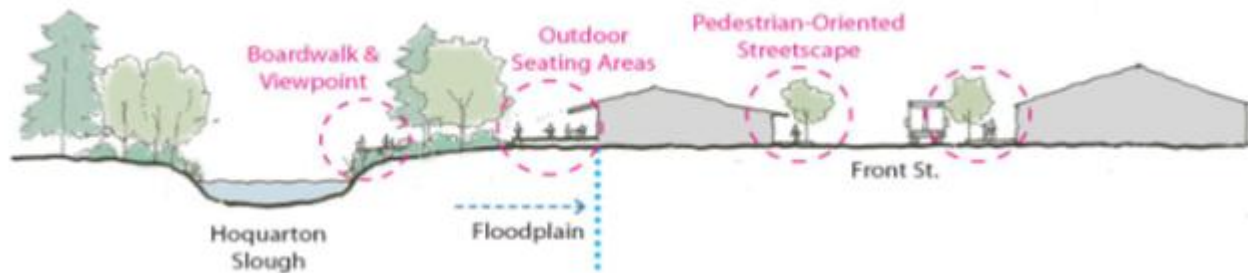
### Boardwalk

The boardwalk can connect a series of overlooks at the north ends of Elm, Grove and Stillwell Avenues, which could extend over the Hoquarton, providing views up and down the restored waterway. These overlooks could include interpretive signage. Given that Front Street runs parallel to the Hoquarton, we recommend that bicycles not be permitted along the boardwalk but encouraged to take that route instead. **Figure 17** illustrates the interaction between the boardwalk and existing development along the Hoquarton. These recreational amenities can synergize to provide better access and enjoyment of the waterfront, as shown in **Figure 18**.



*Illustrative examples of boardwalks and interpretive features*





**Figure 17. Cross-section of waterfront development opportunities**



**Figure 18. Hoquarton waterfront elements**

Beyond the Hoquarton, there are more than 40 acres of undeveloped public woodlands and wetlands within the study area, including Foundry Park. Many more acres, including the future Ironworks Park, lie beyond the study area boundary. These are part of the Heritage Recreation Area, which consists of properties given to the City by the Federal Emergency Management Agency (FEMA) and other private property owners within the historic core of the City along the Hoquarton.

The current 100-year floodplain extends across most of the northern part of this study area and restricts redevelopment. The Southern Flow Corridor project, coordinated by Oregon Solutions, FEMA and the Port of Tillamook Bay, will address this and other issues on the western edge of the City through extensive re-grading, fill removal, and wetland restoration north of Foundry Park.

This will include moving contaminated fill at the Foundry Park site to an 8-foot high containment cell along Front Street. The edges of this cell will be planted with native vegetation to avoid the appearance of a stark earthen wall along Front. The April 2015 project plan (Figure 19) also provides some public mitigation for this cell, with the extension of



**Figure 19. Foundry Park, Old Mill Site Plan, April 2015**

Douglas Avenue north of Front Street to a new shared gravel parking lot. This lot will serve to connect to the Hoquarton trail system and boardwalk, as well as a kayak launch and a ziggurat birdwatching platform. Shared onsite waste facilities for nearby manufacturing operations could be located adjacent to the parking lot.

As detailed project design proceeds, further public access can be provided to extend the waterfront trail system beyond the urban context, linking to this launch point and parking lot to restored park land further west, with views of the scenic farmlands and coastal landscape.

### Interpretive features

While economic activities along Front Street have fluctuated over time, remnants of this industrial economy remain today. The City of Tillamook has an opportunity to honor the heritage of the Killamook Tribe and capitalize on the industrial character of Front Street by installing interpretive features to tell the story. Interpretation markers at overlooks could highlight the area's history, telling the story of the Killamook Tribe and providing views of old pilings, which once supported lively docks and waterfront businesses such as the former Foundry.

Installing these interpretive features can highlight Front Street's role as the historic business district of Tillamook. These may include historical markers and photographs along Front Street that highlight important cultural and industrial events, activities or circumstances, as shown in Figure 20.



Figure 20. Examples of interpretive historical/industrial heritage markers

## 6 Transportation System

One objective of the Hoquarton Waterfront Plan is to create a balanced transportation network by providing safe travel routes for pedestrians, bicycles, automobiles and trucks within and through the area. This chapter identifies the multi-modal transportation network and improvements proposed within the Hoquarton Area, which are consistent with the US 101/OR6 Traffic Improvement Project and the Crosstown Connections Project. These proposed improvements will be adopted as part of the City of Tillamook Transportation System Plan (TSP) during the next TSP Update. These projects should mitigate any potential “significant affect” on transportation that results from the proposed plan amendments and zone changes. The following section presents the primary circulation routes proposed for each mode (pedestrian, bicycle, transit and vehicles) within the Hoquarton Waterfront Plan and the recommended cross-section for each road segment.

### Hoquarton Waterfront Circulation Plan

The circulation plan within and immediately adjacent to the Hoquarton Plan area promotes multimodal circulation, enhances access to the Hoquarton, supports local and regional travel and supplements the Oregon Scenic Byway that traverses through the city (Figure 21). This is done by minimizing conflicts between modes, completing existing gaps and deficiencies in the network and implementing additional treatments.

#### Local and Regional Travel

The Hoquarton Waterfront Circulation Plan promotes and supports both local and regional travel by incorporating the US 101 corridor improvements and extending the vision of the Second Street plaza through the plan area. Alternative routes for all modes reduce intermodal conflicts on the state highways and heightening activity levels on local commercial corridors. The Scenic Byway and attracts visitors looking to travel along the Oregon Coast. The circulation plan also encourages the implementation of a wayfinding system to lead users through the area.





Figure 21. Hoquartan Waterfront Circulation Plan

### Proposed Primary Multi-Modal Circulation Routes

The Hoquarton Waterfront area includes several roads that are primary routes for through vehicle traffic while maintaining attractive and safe routes for people to walk and bike to and through the area. Although all modes will be accommodated on all roads, the following identifies the primary circulation routes identified for each mode to ensure that improvements are provided that are consistent with the desired primary users of each route

The main **vehicular** routes, including Front Street, Stillwell Avenue, First Street, Birch Avenue, and Third Street, emphasize the commercial land uses in the Hoquarton area in order to expose those businesses to visitors and residents traveling through the area.

An additional **freight** route designation along Fir Avenue between Front Street and Third Street is proposed to serve as an alternative to Stillwell Avenue. The turning radii for truck maneuvers on Stillwell Avenue would be restricted due to curb bulb-outs, which help separate modes and limit modal conflicts while promoting redundancy in the network. Figure 22 shows the existing designated freight routes per the 2003 City of Tillamook Transportation System Plan, and the proposed edits.

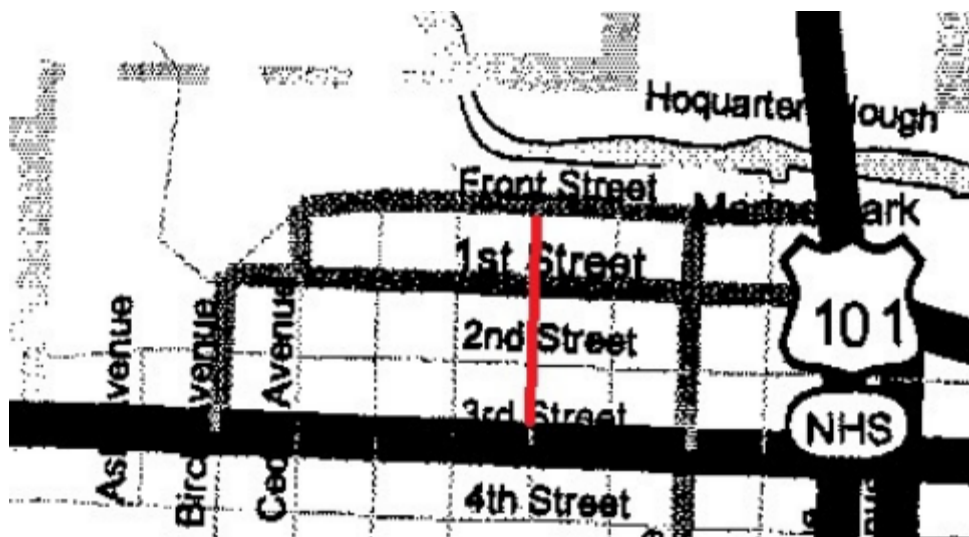


Figure 22. Freight Route changes in the Hoquarton Waterfront Plan  
COG will replace Map

The **bicycle** routes, including Front Street between Stillwell Avenue and Main Avenue, Stillwell Avenue, First Street between Stillwell Avenue and Birch Avenue and Third Street west of Stillwell Avenue, provide an alternative to the relatively high volume one-way couplet (Main Avenue/Pacific Avenue). By providing this alternative, bicycling in the area may become more attractive for recreational cyclists. In addition to these bike routes, demarcated either by sharrows or bike lanes, a multi-use path along the Hoquarton provides bicycle and pedestrian access to the area. The multi-use path enables visitors to engage with the environment and provides direct access to the Hoquarton. The multi-use path and a designated east-west bike route on Fourth Street are part of the Crosstown Connections project which enhances multi-modal connection across the



city. The proposed bike network connects with both Fourth Street and the multi-use path to promote bike connectivity throughout the city.

In addition to the multi-use path, **pedestrian** circulation in the area is enhanced with wider sidewalks, shorter crossing distances with the installation of curb bulb-outs and sidewalk amenities, such as landscaping and benches.

### Parking Management Strategies

The study area currently has both on-street and off-street parking. The on-street parking has two-hour limits in the more dense commercial areas, bounded by Front Street, Stillwell Avenue, and Third Street. Outside of this area the on-street parking does not have time limits and is primarily located in residential areas. The main off-street parking is located on First Street between Ivy Avenue and Stillwell Avenue. There is another off-street parking surface lot south of Third Street between Ivy Avenue and Stillwell Avenue.

In order to accommodate potential increased activity in the Hoquarton Area, wayfinding signs should guide visitors to off-street parking lots and utilization of the on-street parking system should be monitored to determine the need for additional parking management. Additional parking management could include an expanded 2-hour zone, the need for 1-hour areas to further increase turnover, and residential parking permits to minimize parking spillover into residential areas. Increased access to the Hoquarton may increase watersports along the waterway. Providing a small supply of longer-term parking near the boat/kayak launch may be needed to serve increased demand and could also increase utilization of the launch by people and groups that may also patronize businesses in the area. Parking meters could be used to discourage the use of these long-term spaces for employee parking.

### Streetscape Improvements

For the benefit of both residents and tourists – and with an eye to the extensive future trail and boardwalk network in the vicinity – the Hoquarton area’s streetscape prioritizes pedestrian comfort in the zone between buildings and the curb. This is accomplished using street trees, furnishings, wide and accessible sidewalks, and other measures. Street trees are consistently spaced (generally around 25 feet on center), with appropriately selected species for Tillamook’s coastal climate to support tree health and longevity. The City of Tillamook’s Street Tree Plan provides further guidance on placement and species of trees. Furnishings, such as benches, trash receptacles, and planter boxes, help to create a cohesive and attractive streetscape. Finally, the pedestrian realm is well-defined and separated from vehicular traffic. Curb bump-outs at intersections and painted crosswalks are implemented where possible, especially along Front Street where north-south streets intersect.

Along Front Street, the streetscape requires a unique treatment that recognizes the enduring industrial character of that street and allows for continued truck maneuvering to and from businesses on Front Street. Front Street remains curbless, adding different toned materials or striping and signage to indicate the pedestrian zone, adding trees only at corners so as not to impede loading requirements for businesses. Speeds remain low on Front, enforced with lower limits to improve safety on the curbless street.

A variety of bicycle- and pedestrian-related treatment options are applied in the Hoquarton Waterfront Plan. These options are used throughout the development of cross-section alternatives within the Hoquarton Waterfront Plan.

### **Proposed Cross-sections**

Alternative cross-sections are proposed to be adopted as the standard cross-sections for the roadways within the Hoquarton Waterfront area. The proposed roadway cross-sections were developed considering the existing roadway functional classification (no changes are proposed to these existing classifications), the standard cross-section associated with each functional classification and the needs of each mode based on the proposed circulation map. The recommended cross-sections are proposed to supersede the standard cross-sections for these facilities.

### **Front Street**

Front Street includes light industrial and commercial land uses along its south frontage and access points to the Hoquarton along its north frontage. **Figure 23** illustrate potential cross-section alternatives that provide multi-modal access while accommodating the light industrial uses along the corridor. **Figure 24** illustrates the sawtooth parking for truck loading and unloading operations in greater detail.



Figure 23. Front Street cross-section

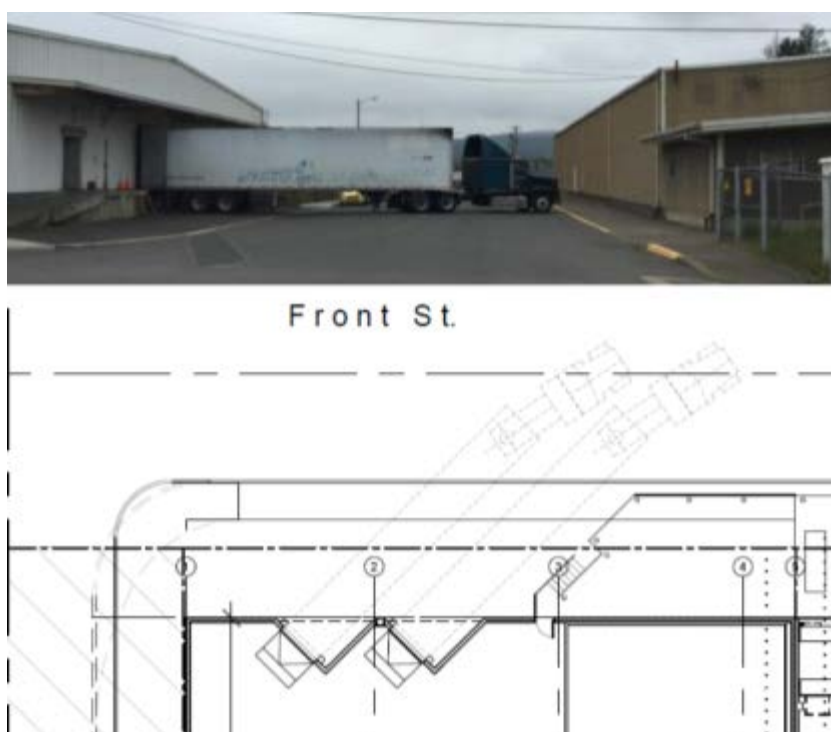


Figure 24. Saw-tooth parking for truck un/loading along Front Street

### *First Street*

First Street serves as the connection for motorists from southbound US 101 and eastbound OR 6 to westbound Netarts Highway 131. Figure 25 provides cross-section alternatives that maintain the existing vehicle connection, while providing multi-modal facilities assuming commercial land uses. Bike facilities are proposed westbound and follow the primary vehicle connection from OR 6 to Highway 131. Third Street to the south is proposed to serve as the eastbound counterpart for cyclists.



**Figure 25. First Street cross-section**

### *Second Street*

Second Street is a one-way westbound street between US 101 and Grove Avenue and a two-way street between Grove Avenue and Birch Avenue. It is a relatively low-volume street compared to First Street and Third Street and has two view sheds at each terminus which include the Tillamook County Hospital to the west and the Tillamook County Pioneer Museum to the east. The east end of Second Street between Main Avenue and Pacific Avenue is also planned to be a festival street. As such, Second Street is proposed as a pedestrian-oriented corridor. Figure 26 illustrates possible cross-sections for Second Street.





**Figure 26. Second Street cross-section**

## Wayfinding

Wayfinding and signing is an important element of the Hoquarton Waterfront Plan. It connects several important elements of the Plan, from enhanced multi-modal circulation to tourism attraction. A comprehensive wayfinding system that is well integrated with the visual gateway elements will help support downtown revitalization efforts and ensure safe, convenient access for cars, trucks, bikes and pedestrians. The reconfiguration of US 101/OR 6, which funnels traffic northbound, makes it especially imperative that clear, attractive signage prompts visitors to cross US 101 into downtown Tillamook.

A wayfinding system also provides a platform for City branding efforts and tourism strategies by communicating notable attractions, like parks, businesses zones, historical markers and recreational amenities, at key intersections. Large-scale maps and information signs can provide visitors with information about nearby services, amenities and attractions, helping increase local activity (Figure 27).

Signage for parking, particularly for the public lot at First Street and Ivy Avenue, will improve the quality and ease of access downtown. This also will enhance public understanding of parking availability by providing clear, consistent communication in the system, thereby improving the perception of parking supply. Providing signage for

bikes will draw cyclists off US101 and into downtown, pointing these users to facilities such as covered bike parking and connections to regional routes. Incorporating clear truck route signage into a wayfinding system will help clarify the road network.



Figure 27. Illustrative examples of wayfinding systems

## 7 Implementation Strategy

This chapter describes the steps that the City and its partners will take to achieve the vision for Hoquarton, based on the Guiding Principles outlined in Section 3. This section establishes an implementation strategy that builds upon a revision of existing policies from the City's Comprehensive Plan (see Appendix V for a list of supporting policies). The following strategy includes proposed zone changes, as well as a framework for investments in public improvements that can be coordinated with private investments to catalyze development and enhance the quality of the Hoquarton. It also includes descriptions of near-term priority projects that will help realize the vision. The goal of these public investments and updated policies is to spur new private development that aligns with the community's vision for the area.

### Zoning Changes

The Hoquarton Waterfront Plan will be implemented through a combination of base zoning changes and the introduction of a new Waterfront Hoquarton Overlay District. Zoning is intended as a backdrop against which future development can be implemented. Zoning changes will facilitate rather than dictate plan implementation.

**Suggested Base Zoning Changes:** Proposed changes to base zoning are intended to utilize existing zoning tools to implement the development outlined in the Hoquarton Waterfront Plan (Table 1.). See Figure 28 for a map of proposed zoning changes. Base zones in the project area include:

- Single Family Residential (R-7.5)
- Multiple Use Residential (R-0)
- Light Industrial (I-L)
- Central Commercial (C-C)
- Highway Commercial (C-H)
- Public & Semi-Public (P)
- Open Space (O-S)
- Parks (O-P)

**Table 1. Suggested Base Zoning Changes**

#	Location	Existing Zoning	Proposed Zoning	Description
1	North of Front Street at Douglas Avenue stub	I-L	O-S, O-P	Align zoning with plans for future Foundry Park parcel and surrounding open space
2	1306 First St	R-7.5	I-L	Zone consistent with the rest of the block to facilitate future redevelopment, while allowing existing single-family use to continue at present.
3	Four blocks bounded by First, Fir, Second and Cedar	R-7.5	R-O	Allow greater variety of housing types and greater residential density in immediate proximity to Hoquarton core as the blocks gradually redevelop over time.
	Block bounded by First, Fir, Second, and Grove	R-7.5	C-C	Allow additional retail and mixed-use development to create more jobs, with upper-story residential uses.
4	1800 Front St	I-L	C-C	Allow more active, tourism and customer-oriented uses across from commercial uses to the south.

**Suggested Overlay Zone:** Create and apply the Waterfront Hoquarton Overlay for commercial/industrial/residential mixed-use area at the core of the plan area. The extent of the proposed overlay is illustrated in **Figure 29**. The overlay is proposed in areas with Light Industrial, Central Commercial and Multiple Use Residential base zones. The overlay is proposed to be adjacent to, but not overlapping with, the Town Center Overlay, to ensure the distinct downtown and Hoquarton goals are implemented. See appendix B for proposed overlay zone draft language.



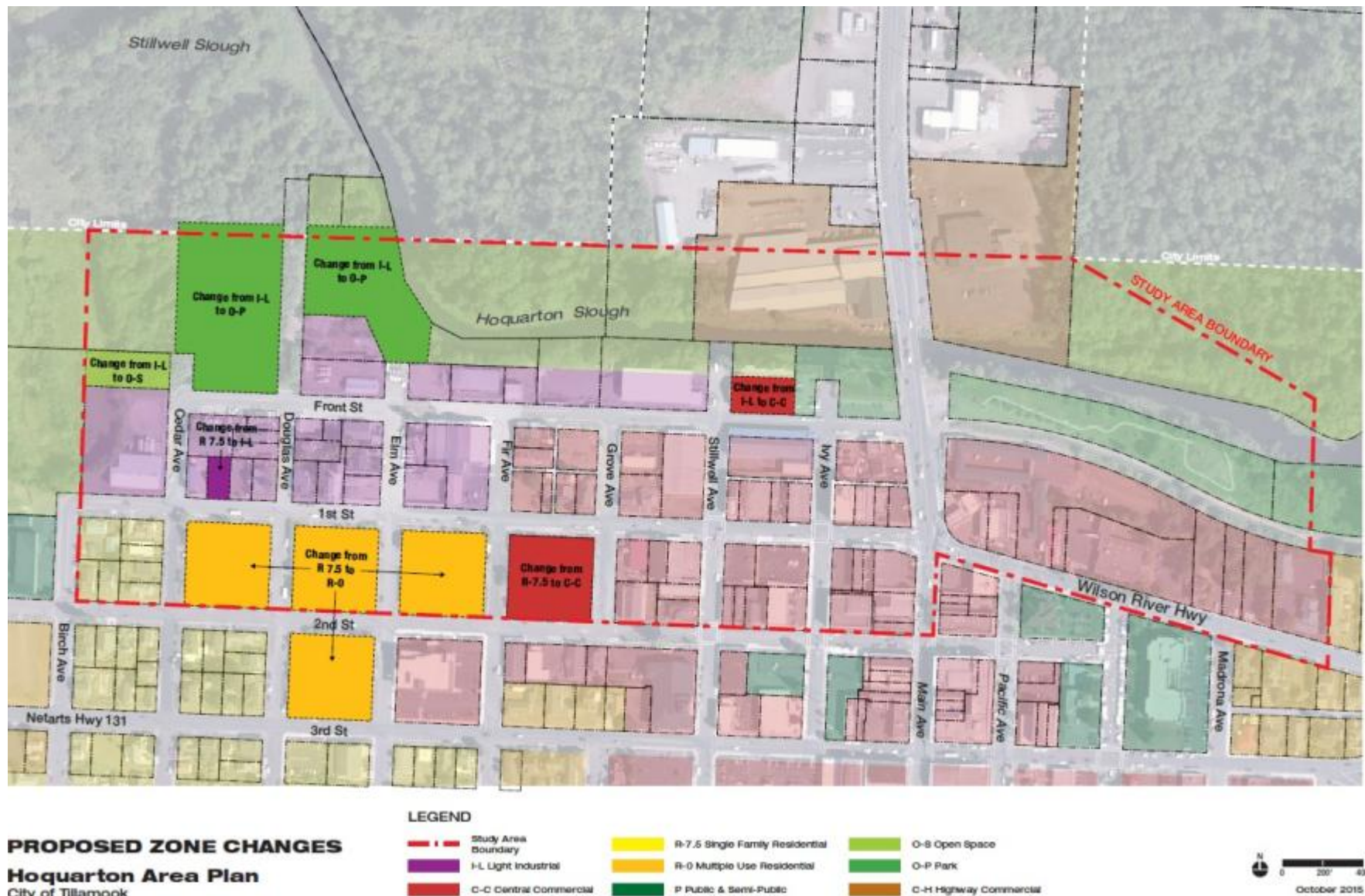


Figure 28. Proposed Zone Changes, Hoquarton Waterfront Plan

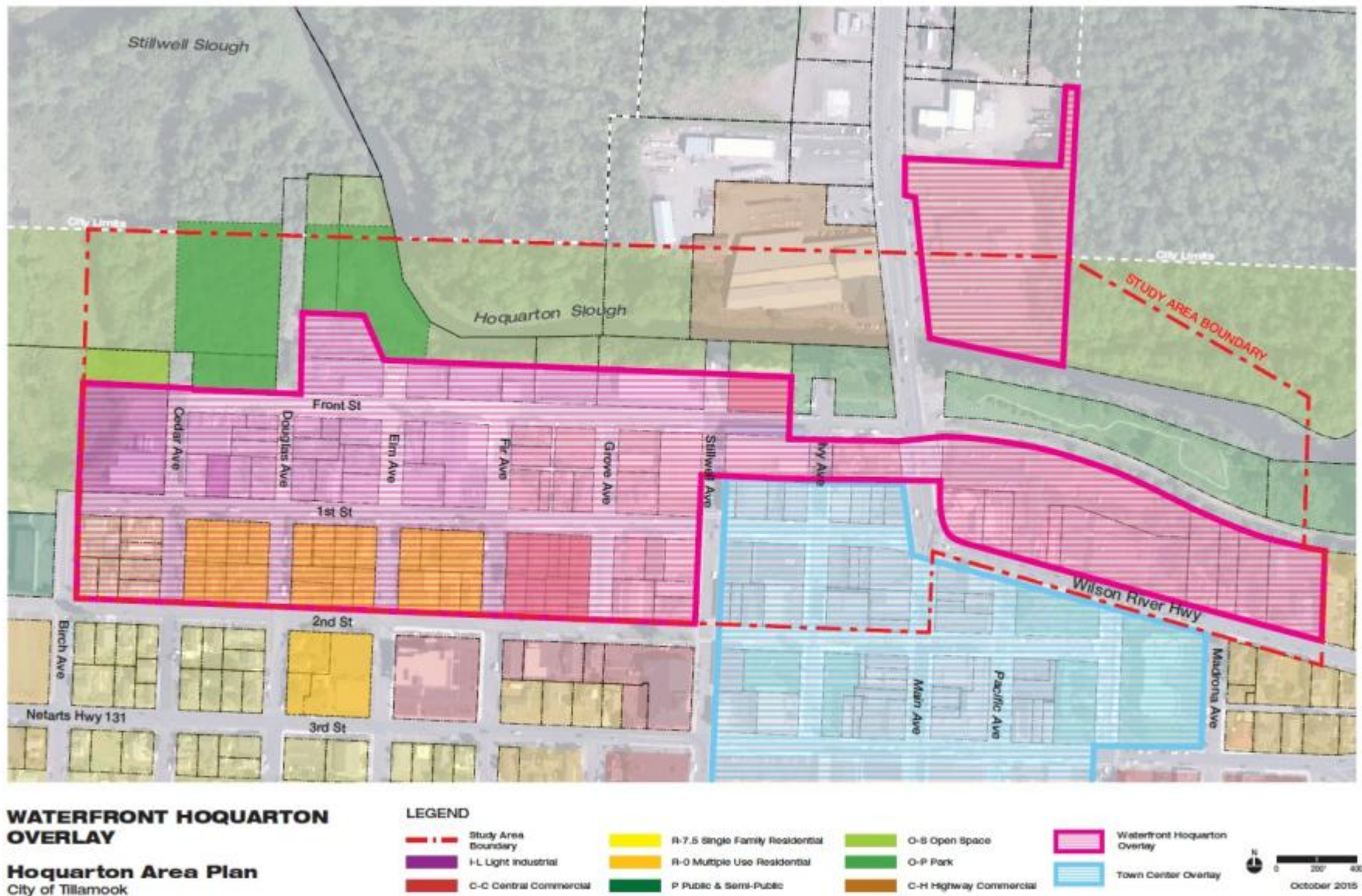


Figure 29. Hoquarton Waterfront Overlay



The overlay zone will be structured to include the following sections:

- Purpose: Overlay is intended to implement the Hoquarton Waterfront Plan by providing a greater mix of industrial, commercial and residential uses.
- Relationship to base zoning: Overlay provides supplementary standards to uses and development standards in the base zones; the overlay would supersede the standards of the underlying zone in the event of conflict.
- Definitions: Add new definitions for live/work units, artisan manufacturing.
- Uses: Expand allowed uses, prohibit incompatible uses, and allow for greater mix of industrial, residential and commercial uses than allowed in base zones.
  - Allow additional residential uses in the commercial and industrial base zones, including live/work units, ground floor residential limited to 25% of the ground floor area, upper floor residential, and single-family residential uses in existence at the time the ordinance is approved.
  - Allow artisan manufacturing in commercial base zone.
  - Allow expanded commercial activities in the industrial base zone including retail, eating and drinking establishments, and professional uses limited to 50% of the gross floor area.
  - Allow public facilities and other public uses in the commercial and industrial base zones.
  - Prohibit various types of storage, warehousing, vehicle servicing, and freight distribution uses in the overlay, to promote activity and jobs within the area.
- Height requirements: Introduce 50-foot maximum height limit in the overlay and height stepbacks descending from Second Street to maximize views of the forest to the north.
- Lot requirements: No lot area, width, depth requirements. Reduce setbacks in industrial base zone to 10 ft side and rear setbacks for less intrusive uses that abut residential districts.
- Site design: Require parking lots to be located to the side or rear of the building and integrate pedestrian and bike access and circulation. No other changes to base zone site and building design standards.
- Design standards: Introduce clear and objective design standards for residential uses addressing issues like materials, roof form, fenestration requirements, and façade differentiation. Explore incentives to implement additional design guidelines.
- Off-street parking: Reduce or eliminate off-street parking requirements from Section 25, particularly for redevelopment of existing building. Use and expand existing options for on-street parking credits, shared parking and off-site parking

in municipal or other shared lots. Require screening of parking, outdoor storage, auto-oriented uses with a wall, fence or landscaping similar to the Town Center parking standards in Section 17.7.

- Review procedures: Require site plan review process as described in Section 30, supplemented with pedestrian plan, traffic plan, loading plan, open space plan, parking plan, public safety plan, and perimeter plan as described in Section 17.3(B). Avoid triggering a discretionary review such as Performance Review in the Town Center Overlay, which may discourage development.
- Performance standards: Prohibit light, noise, odor, glare, emissions, dust and other off-site impacts beyond the property line.

## Phasing Strategy

The city will not implement all of the projects in the Hoquarton at once; limited resources and market factors require prioritization and phasing over time. Phasing infill redevelopment is more complicated than phasing greenfield development because existing development patterns and the infrastructure already in place must be retrofitted for more urban development forms. The Plan recognizes these contingencies, and prioritizes and categorizes actions in the area accordingly. The projects are organized into three categories and are shown in Figure 31.

- **Near-term Projects (“Do Now”)**: Infrastructure and programs necessary to support both the US 101/6 project and future development.
- **Partnership Projects (“Do If”)**. Infrastructure projects that are directly tied to redevelopment on private properties.
- **Long-Term Projects. (“Do When”)**: Long-term infrastructure projects that support quality of life for the District and beyond.

Transportation improvement projects are included in both the Near-term and Long-term project list, and are divided in street segments (east-west and north-south). The improvement projects summarized in Table 3 have an anticipated build-out within the next five years, whereas those in Table 5 are beyond the next five years. Planning-level cost estimates are provided for each improvement. Figure 30 illustrates the conceptual roadway design for the near- term projects.

### Near-Term Projects (“Do Now”)

This category includes infrastructure and other capital projects necessary to catalyze the kind of development that is desired in the Hoquarton Area. The City needs to take a leadership role and should move projects forward in the project timespan of the US 101/OR 6 project. These projects also include two new programs that lay the groundwork for future public-private partnerships in the entire district. Table 2 details these projects.



**Table 2. Near Term Projects and Programs**

#	Project	Description	Lead	Pot'l Funding Sources	Guiding Plan(s) applicable) (if applicable)
A1	Interpretive features along the Hoquarton and Front St.	Install a set of features to provide background on the history and culture of the Hoquarton area and greater downtown Tillamook.	City of Tillamook	TURA, State Grants, TLT funding	Branding Strategy
A2	Wayfinding	Design and install coordinated signage that is consistent with the City's branding strategy to assist visitors in navigating through downtown. Signage should specifically provide guidance for parking, major destinations, and bicycle wayfinding (including connections to the Salmonberry Corridor).	City of Tillamook	TURA, State Grants, TLT funding	Branding Strategy
A3	Sue H. Elmore Park improvements Phase I (funded)	Make improvements to the park, including a boat ramp, steps to the water, and undergrounding utilities as part of the ODOT realignment project.	City of Tillamook	\$152,000 State grant and City match	Tillamook Park and Recreation Master Plan
A4	Crosstown Connections Project (funded)	Develop a bike/pedestrian path from US 101 to Goodspeed Park; Striping and signing on First, Stillwell, Fourth; Second street plaza. This project includes a future connection to the Salmonberry corridor fully funded ODOT project. \$1.5 million. Already approved and engineering.	City of Tillamook	\$1.5 million (ODOT funded)	Parks and Rec Master Plan
A5	Shared loading/parking area	Construct a parking area at the corner of Douglas and Front on a brownfield site, which will be used to cap the environmental contaminants. This lot could be used among businesses and for the future Foundry Park.	TURA	TURA	Southern Flow Corridor
A6	Front Street, Fir Avenue to US 101	Streetscape: sidewalk infill (450 linear feet), curb rehabilitation, pedestrian ramps, and roadway striping and signage. <i>Estimated cost: \$48,800</i>	City of Tillamook/TURA	TURA	
A7	First Street, Fir Avenue to US 101	Streetscape: roadway striping and signage. <i>Estimated cost: \$26,100</i>	City of Tillamook/TURA	TURA	
A8	Second Street, Fir Avenue to US 101	Streetscape: sidewalk/curb rehabilitation (600 linear feet) between Grove Ave and Fir Ave to accommodate extension of one-way section, and roadway striping and signage through segment. <i>Estimated cost: \$57,900</i>	City of Tillamook/TURA	TURA	
A9	Fir Avenue, Front Street to Second Street	Streetscape: sidewalk infill (875 linear feet), curb rehabilitation, pedestrian ramps, curb extensions, and roadway striping and signage. <i>Estimated cost: \$103,400</i>	City of Tillamook/TURA	TURA	
A10	Grove Avenue, Front Street to Second Street	Streetscape: sidewalk infill (500 linear feet), curb rehabilitation, pedestrian ramps, curb extensions, and roadway striping and signage. <i>Estimated cost: \$68,600</i>	City of Tillamook/TURA	TURA	
A11	Stillwell Avenue, Front Street to Second Street	Streetscape: curb extensions, roadway striping and signage. <i>Estimated cost: \$118,300</i>	City of Tillamook/TURA	TURA	
A12	Ivy Avenue, Front Street to Second Street	Streetscape: sidewalk infill (125 linear feet), curb rehabilitation, pedestrian ramps, and roadway striping and signage. <i>Estimated cost: \$122,500</i>	City of Tillamook/TURA	TURA	
<b>Programs</b>					
B1	Development Attraction Toolkit	Components of this toolkit would include: 1) Determine overall incentives available 2) Market a set of development incentives to attract housing to specific areas within downtown Tillamook, including the Hoquarton and 3) Provide support small developers who wish to explore development feasibility in the Hoquarton area. These funds could be used for site study, market studies, or other predevelopment assistance.	City of Tillamook/TURA	Incentives/tax abatements	Comp. Plan
B2	Business attraction and retention to support live-work and cottage industries	Develop a set of business assistance programs and supportive regulations to help attract and retain a collection of small manufacturing and "maker" businesses in the area. This work could include setting up a business structure that allows for co-investment in shared facilities.	TURA	TURA, State ec dev grants	Ec Dev Strategy

## Partnership Projects and Programs

Partnership projects and programs are contingent upon agreements with willing property owners and developers to move forward, and thus do not have a specific time span identified. The City should only partner on these projects if criteria furthering the goals of the Hoquarton area are met. The projects shown in Table 3 are not yet fully described and detailed, because specifics of the projects will be determined in partnership with the property owners and / or developers when projects are ripe. The public partnership will usually include negotiated development agreements or the use of tax increment finance dollars.

**Table 3. Partnership Projects**

#	Project	Description	Lead	Pot'l Funding Sources
C1	Loading/unloading area along Front St.	In coordination with local property owners, develop a strategy and a dedicated area for truck loading that does not conflict with through traffic and pedestrian uses.	City of Tillamook	TBD
C2	Potential new connection from OR 6 to the new parcel (created from the US101/OR6 Traffic Improvement Project)	This City would make infrastructure improvements to provide access to the new parcel, in conjunction with new development.	TURA	TURA
C3	Waterfront walkway along north side of the Hoquarton	In conjunction with entitlements new development, use an easement process to construct a walkway on the north side of the Hoquarton.	City of Tillamook	TBD
C4	Restored feed store tower as gateway treatment	Initiate conversations with the Creamery Association about the installation of the restored feed store tower, to serve as a gateway feature to the Hoquarton. A possible public partnership could include an urban renewal or TLT grant.	TURA, TLT (branding/promotion emphasis)	TURA
C5	New parcel development assistance	Work with City committees and stakeholders to determine how the City wishes to participate in attracting/shaping development at this site. Establish a set of guiding criteria to help the City determine whether it should contribute to a public-private partnership on the site (i.e. design standards, interaction with adjacent uses, etc.). Provide incentives for desired development on the parcel.	City of Tillamook	TBD
C6	Downtown branding	Develop aesthetic features consistent with the Dairylands branding, including coloration on the bridge, signage, incorporated on murals and through landscaping.	City of Tillamook	TLT Grants, TURA

### Long-Term Projects (“Do When”)

The projects shown in Table 4 help to support the long-term quality of life in the Hoquarton Area and improve city-service systems. They include projects identified in the City’s capital improvement program. These projects do not include the same level of detail, given uncertain future funding levels. These projects should be funded regardless of development in the area and primarily with public money (including regional, state, and federal dollars).

**Table 4. Long-Term Projects**

#	Project	Description	Guiding Plan	Timing (if available)
E1	Trail Network and Heritage Recreation Area	Develop a trail network that includes a floating walk, pedestrian improvements, and an overlook of the Hoquarton. No funding is currently available for any segments of the trail network.	TPRMP	
D2	Cottage Industry Incubator	Partner to develop facilities that can attract and support a vibrant mix of small manufacturing and service businesses that contribute to a culture of collaboration in the Hoquarton. Continue to provide support through technical assistance and funding to support development on vacant or underutilized parcels to provide space for shared facilities for production and co-marketing of local products.	Tillamook EOA	
D3	Sue H. Elmore Park and Improvements II	Expand upon existing improvement to include public restrooms, a pavilion and other potential improvements.		
D4	Foundry Park	The first phase of this project will include the removal of dikes and other flood impediments. However, no funding is available for park improvements.	Parks and Rec Plan Southern Flow Corridor Project	2016
D5	Front Street, Cedar Avenue to Fir Avenue	Streetscape including sidewalk infill (1,600 linear feet), curb rehabilitation, pedestrian ramps, and roadways striping and signage. <i>Estimated cost: \$137,900</i>		
D6	First Street, Birch Avenue to Fir Avenue	Streetscape including pedestrian ramps and roadway striping and signage. <i>Estimated cost: \$16,300</i>		
D7	Second Street, Birch Avenue to Fir Avenue	Streetscape including curb extensions and roadways striping and signage. <i>Estimated cost: \$41,600</i>		
D8	Cedar Ave., Front Street to Second Street	Streetscape including sidewalk infill (750 linear feet), curb rehabilitation, and pedestrian ramps. <i>Estimated cost: \$57,500</i>		
D9	Douglas Avenue, Front Street to Second Street	Streetscape including sidewalk infill (750 linear feet), curb rehabilitation, and pedestrian ramps. <i>Estimated cost: \$57,500</i>		
D10	Elm Avenue, Front Street to Second Street	Streetscape including sidewalk infill (500 linear feet), curb rehabilitation, and pedestrian ramps. <i>Estimated cost: \$38,700</i>		



HOQUARTON WATERFRONT PLAN | Conceptual Transportation Master Plan

Figure 30. Hoquarton Waterfront Plan Conceptual Roadway Design (Near-term projects)



Placeholder for Master Plan Map labeled with projects



Figure 31. Hoquarton Waterfront Plan projects

## Funding Strategy

The City of Tillamook plans to fund projects in the Hoquarton Waterfront area through a set of blended tools that prioritizes infrastructure that removes barriers to and supports future development while also providing comprehensive policy toolkit to support development. City investments will help to create a sense of place in the area while responding to changing market dynamics over time. Based on information about the capacity for different funding tools, Table 5 shows the suitability of funding tools for each potential project. For near-term projects, the City will focus its funding on the following tools:

- Infrastructure improvements: Urban renewal and general fund dollars
- Improvements to visitor experience:
- Transient Lodging Tax funds
- Development incentives

Next steps for the funding strategy by possible funding tools are shown in Table 6.

**Table 5. Funding Tools Suitability by Priority Project**

		Urban Renewal	General Fund/ General Obligation Bond	Transient Lodging Tax Grants	Funds or Business Improvement District	Housing incentives*	Enterprise Zone	CDBG Grants and Section 108	State Transp. Grants/Loans
<b>Near-Term Projects</b>									
A1	Interpretive features along the Hoquarton and Front	■	■	■	■				
A2	Wayfinding	■	■	■	■				
A3	<i>Sue H. Elmore Park improvements Phase I (funded)</i>								
A4	<i>Crosstown Connections Project (funded)</i>								
A5	Shared loading/parking area	■	■						
A6-A12	Streetscape enhancements projects (short-term)	■	■						■
B1	Business attraction and retention		■				■	■	
B2	Development Toolkit	■	■			■		■	
<b>Partnership Projects</b>									
C1	Loading/unloading area along Front	■	■						
C2	Potential new connection from OR 6 to Parcel A	■	■						■
C3	Waterfront walkway along north side of the Hoquarton	■	■						
C4	Restored feed store tower as gateway treatment	■		■	■				
C5	New parcel development assistance	■	■						
C6	Downtown branding		■	■	■				
<b>Long-Term Projects</b>									
D1	Trail Network and Heritage Rec Area	■	■						■
D2	Cottage Industry Incubator	■	■						
D3	Sue H. Elmore Park and Improvements II	■	■						
D4	Foundry Park	■	■						
D5-D10	Streetscape enhancements (long-term)	■	■						■

\* Possible housing incentives include the Vertical Housing Tax Abatement, Affordable Housing Tax Abatement, Oregon affordable housing tax credits, Federal Low Income Housing Tax Credit, and Oregon's Historic Preservation Tax Credit.

**Table 6. Next Steps by Funding Tool**

Tool	Next Steps	Projects
Urban Renewal	<ul style="list-style-type: none"> <li>• Work with the agency's board to determine next steps for budgeting these projects into future budget years.</li> <li>• Align these projects with the agency's other priorities.</li> </ul>	A1, A2, A4, A5, A8, A9 B1-B5 C1-C4
General Fund	<ul style="list-style-type: none"> <li>• Determine whether there is sufficient capacity to fund specific improvements (e.g. sidewalk improvements) and budget accordingly.</li> </ul>	/**Fill these in when finalized with City**/
Transient lodging tax funds or grants	<ul style="list-style-type: none"> <li>• Develop application materials for future years that detail the benefits of district marketing for downtown Tillamook.</li> </ul>	/**Fill these in when finalized with City**/
Business Improvement District	<ul style="list-style-type: none"> <li>• Work with local business owners to determine the community's appetite for a Business Improvement District throughout downtown that would include improvements to help market the area to visitors.</li> </ul>	/**Fill these in when finalized with City**/
Housing Incentives	<ul style="list-style-type: none"> <li>• Explore the feasibility of creating a multiple unit tax exemption area within the City.</li> <li>• Outline available tools</li> </ul>	/**Fill these in when finalized with City**/
Enterprise Zone	<ul style="list-style-type: none"> <li>• Work with X to discuss Business Incubator concept</li> </ul>	/**Fill these in when finalized with City**/
CDBG Grants/Loans	<ul style="list-style-type: none"> <li>• Meet with local housing providers and the X task force to determine the role of CDBG funds in Tillamook County</li> </ul>	/**Fill these in when finalized with City**/
State transportation Grants/Loans	<ul style="list-style-type: none"> <li>• Identify specific projects for which the City would like to pursue funding.</li> <li>• Develop grant materials per specific funding timelines.</li> </ul>	/**Fill these in when finalized with City**/

### Business Attraction Strategy

Given its existing mix of businesses and central location, the Hoquarton Waterfront could be an excellent location as a hub for the many "maker" type businesses in Tillamook County. Traditional business incubators offers a range of services to qualified businesses including space, shared office services, business services, financial resources, and tenant networking. Businesses participating in incubators may have a better chance of success as operating costs are lowered while access to business counseling, and networking among tenants is encouraged. Low-cost internet services have removed many of the barriers to entry for businesses since the incubator concept was first conceived. A possible business incubator in this area should be carefully targeted to area business needs, otherwise it could run the risk of providing a solution to a need that doesn't really exist.



While additional discussions would need to determine specific needs among local businesses, one of the biggest gaps among local entrepreneurs could be getting their goods to highly visible markets. Along with production spaces, the incubator could include a retail component to capture visitor dollars while providing authenticity as well as tactile and social experiences. Smaller businesses could benefit from this by removing the barriers to entry for low-risk, visible retail space clustered with other vendors offering products that visitors may be interested in. It would allow these businesses to display local products for visitors so they can see, feel, and talk about what they make and sell. A dollar earned selling to a non-local is highly stimulative as it is more likely than not to be re-spent or invested in Tillamook.

Any facility will need one major champion to develop the building and manage day-to-day operations. The manager could be a government entity, private organization, nonprofit organization, or academic institution. Advancing this concept will require broad-based support among the many public, private, and nonprofit organizations within Tillamook County.

### **What is the City's role?**

The role of the City in advancing this concept will be to:

- **Provide the resources to convene a set of focus groups with area business owners and economic development professionals.** These focus groups, or possibly expansions of an existing training or trade meetings, should discuss critical business needs, expansion plans, and gaps in business service provision in the area. Participants in this meeting could include other economic development providers in the region. The outcome of this meeting could be a working group of local businesses who would be interested in participating in the incubator and who could help further develop the concept. Participants could include:
  - Local businesses
  - Economic development organizations: Economic Development Council of Tillamook County
  - Educational institutions: Tillamook Bay Community College / Small Business Development Center
  - Major employers and industry groups: Tillamook County Creamery Association, Tillamook County Farm Bureau
  - Other business incubator organizations: **Willamette Food Processing Consortium**
  - Elected officials (locally and beyond)
  - Local philanthropists
- **Commission a feasibility study to document these needs, clarify market demand, and provide the justification for bringing on new resources to the project.** A feasibility study can help to provide greater structure to key points of agreement among various parties, identify the incubator's market niche, identify options for funding, and develop a set of steps to move forward. The City should bring on a consultant with direct incubator experience, preferably in the type of businesses that the initial

conversations indicate would be most suitable for the incubator. Possible funding for this exercise could come through Business Oregon's Rural Entrepreneurship Development Program.<sup>3</sup>

- **Once needs and partners are established, provide assistance with development.**
  - Identify and bring on partners with investment capital.
  - Help to work with existing property owners to identify a suitable site, based on the findings of the feasibility study.
  - Leverage public resources to assist in development. This could include helping to upgrade underutilized buildings that no longer serve existing business needs or are suitable for workspace conversion, purchasing land, or providing technical assistance in pursuing state and federal resources for the project.
- Coupled with physical development of an incubator, **work with local economic development providers to establish or rework programs to encourage small-scale "maker" businesses.** These could include revolving loans to help new businesses with start-up costs and support established businesses as they expand, assistance with equipment purchase, and staying current on the breadth of other local, state, and federal incentives available and connecting businesses with those programs where possible.

#### **Resources:**

- International Business Innovation Association – Rural Incubators Study. <http://www.rural.org/publications/NBIA01-08.pdf>
- Intellectual Property Handbook - Business Incubators Chapter: <http://www.iphandbook.org/handbook/ch13/p06/>

#### **Building a Development Toolkit**

The City should revamp its policies to develop a flexible and adaptable toolkit to support redevelopment in downtown Tillamook and the Hoquarton. This toolkit should include a combination of incentives that can help to bridge market barriers.

#### **What is the City's role?**

The role of the City in encouraging development will be to:

- **Clarify market demand.**
  - Revisit the assumptions from the 2012 Housing Market Analysis to reflect recent regional conversations on affordable and workforce housing in the County. More information summarizing this analysis can be found in Appendix X: Existing Conditions Memorandum. This documentation will be useful when marketing the City to potential investors.

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<sup>3</sup> <http://www.oregon4biz.com/Innovate-&-Create/RED-Grant/>

- Participation in the County Housing Task Force to track needs, issues, and recommendations for creating workforce and other housing within the County.
- **Foster two way-communications.**
  - Maintain regular communication with real estate brokers, property owners, and other partners in this area to track development opportunities.
  - Outreach with property owners with buildings that could be adaptively re-used as well as outreach to developers with expertise in this market and development type.
- **Clarify City objectives.**
  - To be responsive to future opportunities, the City/TURA needs a set of investment criteria that are attached to potential public investment on major redevelopment sites within the City's core. These should build upon the TURA Goals and Objectives and reflect stakeholder involvement related to those sites. Developing these criteria in advance will allow the City to provide greater certainty to potential development partners.
- **Market city incentives and foster creativity**
  - Work with TURA and others to clarify possible incentives. These should include:
    - Predevelopment assistance.
    - Targeted TURA grant/loan funding for new development that meets the City's investment criteria. This should document the major successes that TURA has had but also outline specifically the general investment guidelines that TURA has for its projects.
    - Tenant improvement programs (expanding upon the City's existing façade improvement programs).
  - Actively market available development incentives with materials that highlight key vision/priorities from the Hoquarton plan and depth of financial programs available. Outreach should include with key housing partners and developers in the region.
  - Engage in conversations with developers who are actively engaged in thinking about new, lower-cost development models. The City can reach out to potential partners both inside and outside the County who are working on employment and housing development projects that break the typical mold.